BEFORE THE PUBLIC SERVICE COMMISSION OF SOUTH CAROLINA

DOCKET NO. 2018-319-E

In the Matter of:)	
)	REBUTTAL TESTIMONY OF
Application of Duke Energy Carolinas, LLC)	KODWO GHARTEY-TAGOE
for Adjustments in Electric Rate Schedules)	FOR DUKE ENERGY
and Tariffs and Request for an Accounting)	CAROLINAS, LLC
Order		

I. <u>INTRODUCTION</u>

- 1 Q. PLEASE STATE YOUR NAME, BUSINESS ADDRESS AND CURRENT
- POSITION.
- 3 A. My name is Kodwo Ghartey-Tagoe, and my business address is 40 West Broad
- Street, Greenville, South Carolina 29601. I am State President South Carolina
- for Duke Energy Carolinas, LLC ("DE Carolinas" or "Company") and Duke
- 6 Energy Progress, LLC ("DE Progress"), both of which are wholly owned
- 7 subsidiaries of Duke Energy Corporation ("Duke Energy").
- 8 Q. DID YOU PREVIOUSLY FILE DIRECT TESTIMONY IN THIS
- 9 **PROCEEDING?**
- 10 A. Yes.

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II. PURPOSE AND SCOPE

- 12 Q. WHAT IS THE PURPOSE OF YOUR REBUTTAL TESTIMONY?
- 13 A. The purpose of my rebuttal testimony is to provide an overview of the Company's
- rebuttal case.
- 15 Q. WHO ARE THE OTHER WITNESSES PROVIDING REBUTTAL
- 16 **TESTIMONY?**
- 17 A. The Company's other witnesses filing rebuttal testimony in this case are:
- 18 1. Kim H. Smith, Director of Rates and Regulatory, who responds to the
- recommendations of the South Carolina Office of Regulatory Staff ("ORS") on
- 20 certain accounting and ratemaking adjustments. Witness Smith also responds to
- the ORS' recommendations with regards to deferred costs. Witness Smith

- explains the deferrals in this case include carrying costs that are necessary to ensure the Company recovers the full cost and effect of the deferral.
- 2. **Steven Capps**, Senior Vice President of Nuclear Operations. Witness
 Capps' rebuttal testimony examines the establishment of end of life nuclear
 reserve, reiterates that the estimates used to calculate end of life nuclear reserve
 were appropriate, and why end of life nuclear reserve is in the best interest of
 today's customers.
 - 3. **John Sullivan**, Director, Corporate Finance and Assistant Treasurer, explains his recommendation of updating the cost of long-term debt by proposing a new rate of 4.53 percent, based on the actual cost of debt as of December 31, 2018, and further responds on the Company's view of the recommendations concerning cost of capital.
 - 4. **David L. Doss Jr**, Director of Electric Utilities and Infrastructure Accounting, responds to testimony filed by South Carolina Energy Users Committee regarding the appropriate accounting for retirement obligations related to coal ash. He explains that the Company properly adhered to accounting guidance and appropriately began its Asset Retirement Obligation ("ARO") accounting for coal ash costs upon being subject to legal obligations that triggered those requirements.
 - 5. **Janice Hager**, President of Janice Hager Consulting, LLC. Witness Hager's rebuttal responds to testimony filed by Vote Solar, South Carolina State Conference of the National Association for the Advancement of Colored People, South Carolina Coastal Conservation League, Upstate Forever, and Hasala

Dharmawardena regarding their concerns in using the minimum system concept to allocate distribution costs as customer related costs in Duke Energy Carolinas Cost of Service Studies. Witness Hager also addresses the allocation of Advanced Metering Infrastructure meter costs and uncollectible costs as customer related costs. Finally, she addresses the composite allocator used for the Grid Improvement Plan.

- 6. **Robert B. Hevert**, Partner at ScottMadden, Inc., provides model results and quantitative and qualitative data throughout his rebuttal testimony to confirm his original recommendation of a 10.75 percent Return on Equity ("ROE"), and responds to other issues affecting ROE, and reiterates that the Company's proposed ROE of 10.50 percent is a more than reasonable request.
- 7. **Retha Hunsicker**, Vice President, Customer Connect-Solutions, explains that the projected two-year average operating and maintenance expense for the Customer Connect Program was derived from a disciplined process of using known expenses, such as fixed fee contracts, professional services, change management, and training to calculate overall program costs, and that the Company's proposed expenses are appropriate to include in rates as known and measurable expenses.
- 8. **Jon F. Kerin**, Vice President, Coal Combustion Products Operations, Maintenance and Governance, responds to the ORS and South Carolina Energy Users Committee's proposed disallowance of costs that the Company has prudently incurred in closing ash basins in both North Carolina and South

Carolina. Kerin discusses the shared costs and benefits of the generation serving

DE Carolina's customers across state lines.

- 9. **Dr. Julius (Chip) Wright, Ph. D**, Managing Partner at J. A. Wright & Associates, LLC, addresses several issues in regards to the cost recovery disallowances for costs associated with coal combustion residuals as presented by the ORS including: additional costs related to North Carolina laws and regulations, litigation expenditures and accounting treatment of deferred costs. Witness Wright also responds to the claim by South Carolina Energy Users Committee that the Company's coal ash related costs are much higher than other electric utilities and to the recommendation by the Sierra Club that recovery of Coal Cumbustion Residuals ("CCR") expenses be conditioned on the Company's completion of a retirement analysis. Witness Wright also addresses several other policy issues present in this case.
 - 10. **Jay W. Oliver**, General Manager of Grid Solutions Engineering and Technology, responds to concerns regarding the Company's proposed Grid Improvement Plan. Witness Oliver groups his response into three principal issues: the request for a separate proceeding for reviewing the Company's Grid Improvement Plan ("GIP"), the request for more information regarding the benefits that the proposed GIP will provide, and the need for a more detailed GIP design.
 - 11. **Michael J. Pirro**, Director of Southeast Pricing and Regulatory Solutions, addresses several concerns posed by the intervenors including: the Basic Facilities Charge; the recommended rate class returns; Advanced Metering Infrastructure

1 ("AMI") enabled rate designs; the GIP; the refunding of revenues under the
2 Excess Deferred Income Tax Rider; and the Company's Hourly Pricing rate
3 schedule.

- 12. **Steve Immel**, Vice President of Fossil Hydro Operations, addresses the recommendation by the Sierra Club to request that the Company perform a comprehensive economic analysis before making capital investments at the Company's coal-fired stations. As Witness Immel outlines in his testimony, mandating the performance of retirement analyses prior to Company decisions to make capital improvements limits the Company's ability to use its best judgment and experience to manage its generation fleet.
 - 13. Renee Metzler, Managing Director for Retirement and Health and Welfare, responds to ORS proposed disallowances related to compensation and employee engagement related expenses. Witness Metzler explains how consideration of the various components of total compensation in isolation ignores the Company's obligation to be responsive to the market for talent and assure the competitiveness of the total compensation package. Witness Metzler demonstrates that the proposed disallowances of items like contribution awards, lump sum merit increases, service and safety awards, along with other employee benefits, are inappropriate and should be rejected by the Commission.
 - 14. **Lesley Quick**, Vice President of Revenue Service, discusses the need to include the Company's growth projections in the proposed adjustment for credit, debit and ACH payment expenses. Witness Quick also addresses the request to publicly provide monthly detailed data for residential customers and

low-income customers, citing that the level of detail the Company currently provides pertaining to service disconnects is sufficient.

III. REBUTTAL TESTIMONY

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CASE.

Q. PLEASE PROVIDE AN OVERVIEW OF THE COMPANY'S REBUTTAL

When I consider the positions taken by the ORS, I'm concerned about the effect of its position on the Company's financial condition, which directly affects our ability to provide safe, clean, reliable electricity to our customers. There are many contradictions in the ORS case which concern me, as I explain below and as other witnesses address in this case. The ORS consultant and witness Dan Witliff departs from the historic practice of allocating costs between South Carolina and North Carolina. Historically, all of the Company's generation costs are allocated between the two states, as well as fuel costs and associated costs. Now, the ORS proposes to disallow certain environmental compliance costs due to the ORS's view of a North Carolina law. This is a concerning position, and could result in more costs being allocated to South Carolina, as explained by Company Witness Dr. Wright. North Carolina generally pays 70 percent of the Company's costs – if North Carolina took the same view as South Carolina, there could be a monumental cost shift to customers in this State.

I also see a contradiction in the ORS position that attempts to devalue and effectively disallow the costs the Company has incurred to finance deferred costs. The ORS takes this position but yet argues that it is allowing the Company full cost recovery, which is not the case as explained by Company Witness Smith and

others in this case. This view is even more contradictory in that ORS Witness Parcell suggests lowering the allowed return on equity in this case based on such deferrals, but then the ORS argues to reduce such deferrals. That is not logically consistent. As to the ROE proposed by the ORS, I'm concerned with their proposal to set such a low ROE, and that in doing so they are ignoring the ROEs of similarly situated utilities as explained by Witnesses Hevert and Sullivan.

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I am also concerned about the disallowance recommendation from ORS related to community organizations, employee compensation and employee recognition and engagement expenses. No one has challenged our overall salary levels, rather the ORS proposes to disallow compensation based on how we pay, versus what we pay. Only looking at one piece of employee compensation, as the ORS has done, ignores the Company's obligation to be responsive to the market for talent and assure the competitiveness of the total compensation package, consisting of base salary, cash based incentives, long-term incentive compensation, retirement and other benefits. Similarly, we need to keep employees engaged and trained. Our employee programs enhance and reinforce employee engagement and/or reduce overall costs. Business units with more engaged employees have lower levels of turnover and absenteeism and higher levels of productivity and customer satisfaction. Using employee engagement programs as a means of retaining critical skills benefits customers through higher service levels and lower turnover costs. Experienced, engaged employees that are incentivized to remain with the Company and work in a safe manner while

emphasizing high service levels benefit our customers. Company Witness Metzler addresses these topics in more detail.

I was pleased to see that no party contested our proposal to eliminate credit card fees, but I was disappointed that our adjustment to recover the uptick in customer subscription was opposed by ORS. Company Witness Quick addresses this in more detail, but the use of credit cards for no additional fee is a constant wish of our customers that we are ready and willing to meet, but we should not be harmed by meeting that need.

Finally, two other issues are of great concern to me. The first is the apparent misunderstanding regarding the Company's Basic Facilities Charge. We have proposed a cost based charge—that would allocate to each customer the costs to have the infrastructure available to serve them. Any costs that are in the Basic Facilities Charge are not included in the variable rate component of the rate schedule. Parties seem to assume the change in the Basic Facilities Charge is additive—it is not. Moreover, this charge ensures that other customers are not subsidizing low usage customers, such as customers with vacation or second homes. Recovery of all customer related costs through the Basic Facilities Charge reduces bills from what they would otherwise be in very hot summer months and very cold winter months. Nonetheless, as Company Witness Pirro explains, if the change is considered too great we have proposed an alternate approach with a more gradual increase to the Basic Facilities Charge and to reinstate the remaining costs back into the variable component.

The second issue I'd like to address is the strong reaction we have seen to our Grid Improvement Plan. While parties may want more time to understand the plan over and above the stakeholder engagement sessions that we started this summer, we believe we have met our evidentiary burden in this case. However, should the Commission wish to open a separate docket, the Company is willing to do so provided that the Commission extends its previous deferral Order No. 2018-751 during the pendency of the proceeding until the Company can come back for a rate proceeding to address cost recovery. Extension of that deferral does delay cost recovery past what the Company proposed in this case, but given multiple parties' advocacy on this issue, that could be a fair and reasonable resolution to the concerns in this docket.

12 Q. DOES YOUR SUMMARY OR TESTIMONY ADDRESS ALL ISSUES IN 13 THIS CASE?

14 A. No, my testimony is designed to provide an overview of our rebuttal case, but I
15 have not attempted to capture them all in my testimony. Our witnesses address
16 additional topics on a case by case basis.

17 Q. PLEASE ADDRESS THE COMPANY'S RESPONSE TO PROPOSED 18 DISALLOWANCES FOR ENVIRONMENTAL COMPLIANCE COSTS.

In its testimony, the ORS dangerously suggests that the Commission should not approve any costs that the Company incurred to comply with the Coal Ash Management Act ("CAMA") in North Carolina under the apparent theory that South Carolina customers should only receive the benefits of sharing power generation assets with North Carolina but pay none of the costs that the Company

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has to incur to comply with North Carolina laws and policies. In direct contradiction to its own position, however, ORS suggests that North Carolina customers should absolutely pay for the costs that the Company has to incur to comply with the laws and policies of South Carolina. The inequity of ORS's position is apparent.

Additionally, the ORS is factually incorrect when it suggests that CAMA has imposed additional expenses on South Carolina customers. To the contrary, the coal ash beneficiation requirements in CAMA will actually provide South Carolina customers millions of dollars in net savings, all of which would have to be refunded to North Carolina customers if their ill-conceived proposal to reject CAMA is accepted. Moreover, if ORS's position is taken to its logical conclusion, it would call into question the continued wisdom of sharing assets and economies of scale across jurisdictional boundaries, a result that would harm all customers with higher prices and the costs of uneconomic duplication of assets. These dire consequences are discussed in more detail by Company Witnesses Kerin and Wright.

Witnesses Kerin and Wright also address the unsubstantiated claim by SCEUC Witness O'Donnell to disallow 75 percent of these costs. This proposal is so reckless and unsubstantiated that it should be summarily rejected by the Commission.

Q. PLEASE ADDRESS THE COMPANY'S RESPONSE TO ORS'S PROPOSED DISALLOWANCES RELATED TO DEFERRED BALANCES.

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The ORS does not raise any imprudence allegations regarding the Company's actions relative to expenses included in deferred balances; it simply ignores that the timeliness of cost recovery matters and that the Company must finance the deferred balances. The ORS proposes stretching out certain deferred costs over extended periods of time without recognizing the the costs to finance the balances during that period. Although we are generally not in dispute over the underlying actions which resulted in the deferred balances, ORS takes a drastic position on the return on those balances during the deferral period and amortization periods to somehow suggest that the Company is profiting from delayed recovery of costs. This is not the case. The Company is trying to recover its carrying costs on the value of money based upon our financing structure. The Company's financing is made up of both debt and equity, and to ignore the way the Company finances its costs will cause grave concern to investors as articulated by Company Witness Hevert. It would also, depart from good regulatory practice as explained by Company Witness Dr. Wright, and have other negative implications as explained by Company Witness Smith. I also see a contradiction in ORS's position, because at the same time the ORS proposes to effectively disallow deferred costs (without any allegation of imprudence), the ORS cost of equity witness relies upon the deferrals to arbitrarily attempt to lower the Company's cost of capital. It is a contradiction to rely upon those deferrals in one witness's recommendation, but then cut them in another.

Q. PLEASE ADDRESS THE COMPANY'S REACTION TO THE PROPOSED ROE OFFERED BY ORS WITNESS PARCELL.

A. We are also concerned about the cost of capital proposed by ORS. We agree on capital structure, but we have one correction to the actual 12/31/2018 debt rate as explained by Company Witnesses Sullivan and Smith in their rebuttal testimonies. As to the return on equity proposed by ORS, both Mr. Hevert and Mr. Sullivan explain that the Company competes for capital with other vertically integrated electric utilities, its ROE proposal is generally in line with authorized ROEs determined by other regulatory commissions, and that the ORS proposal is significantly lower than those authorized ROEs. This is particularly true with respect to other vertically integrated electric utilities in the Southeastern United States, as Mr. Sullivan notes. To put the Company at a disadvantage vis-à-vis its competitors would be a disservice to customers, and will only cause the cost of capital, particularly equity capital, to rise in the future as rating agencies and equity analysts reconsider whether South Carolina will remain a jurisdiction recognized as one with constructive and credit supportive regulation

17 Q. DOES THE COMPANY DISAGREE WITH OTHER DISALLOWANCE 18 RECOMMENDATIONS MADE BY ORS?

A. Yes. Another ORS proposal that the Company would like to address is the ORS's disallowance of the costs to participate in local organizations in the communities that we serve. Organizations like chambers of commerce, economic development associations, and tourism organizations all exist to bring more industry and residents to their region. Duke Energy pays dues to be a part of these

organizations because we believe it is important to participate in the communities we serve, and to be engaged at a local level to ensure we understand our customers' needs. This is important in everyday business, but also storm restoration and economic development efforts.

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For example, our participation in such organizations gets us to the table early for economic development opportunities which benefits our customers and the State. This helps with capacity and reliability discussions, method-of-service decisions, incentive considerations, and more. These discussions and decisions are all important aspects of recruiting prospects, securing deals, and announcing wins for our state. Our contributions to these organizations have a direct link to winning projects for the state of South Carolina. Some notable wins over the past few years include: Toray and Kobelco of Spartanburg County, Giti and Sun Fiber of Chester County, and the Nutramax Labs expansion in Lancaster County. I don't understand why the ORS believes it is inappropriate for the Company to be a good, involved corporate citizen in the communities we serve.

Q. PLEASE DESCRIBE THE COMPANY'S OVERARCHING CONCERNS ON EMPLOYEE-RELATED COST DISALLOWANCES PROPOSED BY THE ORS.

I am also concerned about the ORS disallowing compensation costs and normal company costs to reward and engage employees. Our customers are direct beneficiaries of the good work of our employees. No one has argued that our overall salary levels are at issue, rather the ORS proposes to disallow compensation based on how we pay, versus what we pay. As explained by

Witness Metzler, the purpose of carving out a portion of employees' total compensation and delivering it through variable incentive pay is to encourage employees to accomplish objectives intended to ensure safe, reliable, and economical utility service to our customers. This variable incentive pay also ensures that the employees' business units and Duke Energy's overall objectives are met. This not only allows Duke Energy to be competitive in the market, but helps retain the level of talent that the energy industry demands, in order to best serve the customer, safely and efficiently. We also need to keep employees engaged and trained, and Witness Metzler addresses certain recommendations to disallow such costs as well.

Q. PLEASE PROVIDE THE COMPANY'S REACTION TO THE ORS AND OTHERS' RECOMMENDATIONS REGARDING THE BASIC FACLITIES CHARGE.

Another area of concern is the various positions from ORS and intervenors on the Basic Facilities Charge. We recognize this is a major issue for many parties, but for us, while we care very much about our customers, this is also an essential element of cost recovery. For every dollar that is not recovered through the Basic Facilities Charge, it has to be recovered through volumetric rates, and that can create cost shifts as well as "spikier" bills in hot summers or cold winters. For example, not having an appropriate Basic Facilities Charge means that other customers are subsidizing low usage customers, such as people with vacation homes or people with second homes elsewhere in the state of South Carolina. Moreover, the Intervenors have not recognized the benefits of the Basic Facilities

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Charge increase - that it will also reduce volumetric swings, making bills in the summer and winter more tolerable. In other words, the increase in the Basic Facilities Charge also has a smoothing effect on rates that benefits customers. Notwithstanding these aspects of our proposal, we have read the testimony from the other parties and understand that their concerns remain. As noted in Witness Pirro's rebuttal testimony, the Company's cost of service studies, which were accepted by the ORS, indicates that these costs are Customer costs and therefore the Basic Facilities Charge should recover them. If the Commission believes that our proposed increase to the Basic Facilities Charge is too drastic a change at this time, I would point the Commission and parties to Witness Pirro's alternative suggestion of setting the Basic Facilities Charge rate to 50 percent of the difference between the current rate and the cost basis, reducing the proposed Basic Facilities Charge to \$18.15 while shifting the other revenue requirement to the variable component in a manner consistent with that proposed by ORS.

OTHERS' RECOMMENDATIONS REGARDING THE COMPANY'S GRID IMPROVEMENT PLAN.

Our grid proposal has brought a lot of Intervenors to the table. It occurs to me that there are a lot of contradictory points raised by intervenors. On one hand, we have been criticized for not conducting enough stakeholder engagement while on the other hand we have been praised for our engagement. We have been criticized for not following a Certificate of Public Convenience and Necessity ("CPCN")-like process when that is exactly what we have proposed, even though there is no

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CPCN statute for grid investment in South Carolina. Notwithstanding those criticisms, we have brought these costs to the Commission and parties for a transparent view of what we plan to spend in the next three years alone. We have not asked for overarching approval of our grid improvement plan, but we have filed it for transparency and for a full view of what our costs will be for the next couple of years and we have asked for step up rate increases to recover that investment, as proposed originally by Witness Oliver and further explained in his rebuttal. We believe South Carolina law allows for this and the Commission has done this before in other utility cases, albeit those were settled cases. See Order Number 93-465 in Docket Number 92-619-E; Order Number 2005-83 in Docket Number 2004-259-S; and Order Number 2005-42 in Docket Number 2004-212-S. More importantly, no one has contested the financial effects of not having positive regulatory treatment that were explained by Company Witness Smith in her direct testimony. These are not generating plant investments that rate cases can be built around once they come into service. These are iterative investments that have an immediate negative financial effect on the Company once complete, both from an accounting and financial perspective. No one has contested that point.

We believe in our grid plans. As Company Witness Oliver explains, our plans bring real benefits to the state of South Carolina and the longer the process is extended, the more it could stagnate the investment the Company is ready to make into this State and the communities we serve. It could be potentially more expensive as we have to wait to deploy resources that are already lined up to make these improvements for our customers. More importantly, we will delay the

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benefit that we have clearly articulated through cost-benefit analysis provided within the context of this case. The information that Intervenors say the Company has not provided has been provided. We have provided strong evidence that our plans are reasonable and our spend is reasonable over the next three years. We understand that parties may disagree and we understand that parties may not like what we have proposed, but it is wholly and factually incorrect to suggest that the Company has not substantiated its case.

Moreover, even if there was a grid-specific statute along the lines of what the Siting Act requires in South Carolina, those dockets take six months. If we had proceeded under that process it would look exactly the same as what we have proposed in this rate case: filing a request with estimates and explanation of need, proposing the investment, parties' reviewal and the Commission making a decision about the appropriateness of the investment and cost estimates. We believe that we have satisfied the burden, whether it is a rate case burden or a certificate of need-like burden by our proposal in this case. However, if the Commission should decide to open another docket, as suggested by ORS and other parties, it would be of paramount importance that the Commission continue the deferral that it has previously approved to provide continuity—this would serve much like Allowance for Funds Used During Construction does for a generating plant. This is ultimately fair for all involved.

We understand this may be one of the most difficult areas in the case. We acknowledge that others prefer we move in a different direction in this area. We believe what we have proposed is the best way, but should the Commission be

- persuaded by Intervenors to not allow our proposed step ups, at a very minimum
 the Commission should continue the deferral that is currently in place pursuant to
 Order No. 2018-751 while the Company continues to answer questions in a
 subsequent docket and provide more information as we move toward modernizing
 and improving the grid.
- 6 Q. DOES THIS CONCLUDE YOUR REBUTTAL TESTIMONY?
- 7 A. Yes.